

## Message Text

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ACTION ARA-10

INFO OCT-01 ISO-00 SS-15 SP-02 MMO-01 PER-01 ABF-01 NSC-05

OMB-01 EB-07 ARAE-00 COME-00 /044 W

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P R 272100Z SEP 76

FM AMEMBASSY BRASILIA

TO SECSTATE WASHDC PRIORITY 8011

INFO AMCONSUL RIO DE JANEIRO

AMCONSUL SAO PAULO

LIMITED OFFICIAL USE SECTION 1 OF 3 BRASILIA 8300

E. O. 11652: N/A

TAGS: APER; EGEN; BR

SUBJECT: FUTURE LOCATION OF COMMERCIAL COUNSELOR

1. SUMMARY. FOLLOWING REVIEW OF THE ORGANIZATIONAL ALTERNATIVES, AMBASSADOR HAS DETERMINED THAT COMMERCIAL COUNSELOR, STATIONED IN RIO, SHOULD NOW BE RELOCATED TO SAO PAULO, BRAZIL'S COMMERCIAL-INDUSTRIAL HEARTLAND. IN VIEW OF HIS COUNTRY-WIDE RESPONSIBILITIES, COUNSELOR WILL RETAIN HIS STATUS AS EMBASSY OFFICER, WITH SUPERVISORY RESPONSIBILITY FOR THE NEW TRADE CENTER AS WELL AS COMMERCIAL ACTIVITIES OF EMBASSY AND THE SIX CONSTITUENT POSTS. CONGEN SAO PAULO'S ECONOMIC-COMMERCIAL SECTION WILL CONTINUE TO REPORT TO PRINCIPAL OFFICER BUT WOULD BE RELOCATED TO FACILITATE INTERCHANGE WITH TRADE CENTER STAFF.  
DEPARTMENT REQUESTED TO ISSUE TRAVEL AUTHORIZATION TO COMMERCIAL COUNSELOR DESIGNATE WHICH WILL STATE STATION OF DESTINATION AS "BRASILIA (RESIDENT IN SAO PAULO)." END SUMMARY.

2. FOR THE PAST TWO YEARS, THE EMBASSY HAS HAD UNDER CONSIDERATION THE EVENTUAL RELOCATION OF THE EMBASSY'S COMMERCIAL COUNSELOR FROM RIO TO SAO PAULO.  
MORE THAN A YEAR AGO THE AMBASSADOR ADVISE THE CONSUL

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GENERAL IN RIO THAT HE WAS CONTEMPLATING SUCH A MOVE. THE

CENTRAL CONSIDERATION HAS BEEN THAT RIO WHILE CONTINUING TO BE A VERY MAJOR FINANCIAL AND COMMERCIAL CENTER, IS NOW SECONDARY TO SAO PAULO IN COMMERCIAL IMPORTANCE; THAT THIS GAP, IN RELATIVE TERMS, IS CONTINUING TO WIDEN; AND THAT, TO STAY IN CLOSE CONTACT WITH THE BRAZILIAN AND AMERICAN BUSINESS COMMUNITY THE COMMERCIAL COUNSELOR MUST ULTIMATELY RELOCATE TO BRAZIL'S COMMERCIAL-INDUSTRIAL HEARTLAND. THE LOCATION OF THE PRESENT COUNSELOR IN RIO WAS ALWAYS CONSIDERED BY THE EMBASSY TO BE TEMPORARY, DICTATED BY THE LACK OF SPACE IN CONGEN SAO PAULO. THIS CONSTRAINT HAS NOW DISAPPEARED. THE APPOINTMENT OF A NEW COMMERCIAL COUNSELOR AND THE OPENING OF THE TRADE CENTER PROVIDE AN OPPORTUNITY TO UPDATE AND STREAMLINE THE ORGANIZATIONAL ARRANGEMENTS FOR US COMMERCIAL PROGRAMS IN BRAZIL IN LINE WITH PRESENT-DAY REALITIES.

3. AGAINST THIS BACKGROUND, THE EMBASSY HAS UNDERTAKEN A COMPREHENSIVE REVIEW OF

- (A) THE MODALITIES FOR RELOCATING THE COMMERCIAL COUNSELOR TO SAO PAULO;
- (B) THE MERITS OF, ALTERNATIVELY, RELOCATING THE COUNSELOR TO BRASILIA; AND
- (C) THE ORGANIZATIONAL AND MANAGERIAL IMPLICATIONS OF THE NEW TRADE CENTER, NOTABLY THE RELATIONSHIP OF THE TRADE CENTER DIRECTOR TO THE COMMERCIAL COUNSELOR AND TO THE PRINCIPAL OFFICER IN SAO PAULO.

4. ON THE BASIS OF THIS REVIEW, THE AMBASSADOR HAS DECIDED

THAT

- (A) THE EMBASSY'S COMMERCIAL COUNSELOR SHOULD NOW BE RELOCATED TO SAO PAULO, AS PREVIOUSLY PLANNED WITH OFFICES IN THE CONSULATE GENERAL.
- (B) BECAUSE THIS OFFICER HAS COUNTRY-WIDE RESPONSIBILITIES INVOLVING THE SUPERVISION OF COMMERCIAL ACTIVITIES AT SIX CONSULATES AS WELL AS THE EMBASSY'S COMMERCIAL ACTIVITIES, HE MUST RETAIN HIS STATUS AS AN EMBASSY OFFICER.
- (C) IN RECOGNITION OF THE NATIONAL CHARACTER OF THE NEW SAO PAULO TRADE CENTER FACILITY AND OF ITS IMPORTANT ROLE IN BRAZILIAN COMMERCIAL PROGRAMS, THE TRADE CENTER LIMITED OFFICIAL USE

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DIRECTOR SHOULD REPORT DIRECTLY TO THE COMMERCIAL COUNSELOR.

- (D) THE CONSUL GENERAL IN SAO PAULO WILL CONTINUE TO REMAIN HEAVILY INVOLVED IN THE PROMOTION OF US COMMERCIAL INTEREST IN THE CONSULAR DISTRICT, AS THE SENIOR US SPOKESMAN AND REPRESENTATIVE OF THE AMBASSADOR, IN HIS ABSENCE, AT KEY COMMERCIAL EVENTS.
- (E) TO FACILITATE LIAISON AND COOPERATION, THE CONGEN'S ECONOMIC-COMMERCIAL SECTION SHOULD BE COLOCATED BUT NOT

INTEGRATED WITH THE TRADE CENTER STAFF.

5. THE REMAINDER OF THIS CABLE SETS FORTH THE DETAILED REASONING WHICH HAS LED TO THESE CONCLUSIONS, FOLLOWED BY A SUMMARY OF THE INDIVIDUAL VIEWS OF THE CONSULS GENERAL IN RIO AND SAO PAULO AND THE INCUMBENT COMMERCIAL COUNSELOR.

6. IN THE EMBASSY'S VIEW, SEVERAL BASIC CONSIDERATIONS ARE RELEVANT.

(A) THE US COMMERCIAL PROGRAM IN BRAZIL REQUIRES A STRONG CENTRAL FOCUS WHICH WILL PROVIDE COUNTRY-WIDE GUIDANCE AND DIRECTION. THE SIX CONSULATES ALL HAVE SUBSTANTIAL RESPONSIBILITIES IN THE COMMERCIAL AREA -- WHETHER OR NOT POSTS ARE EXPLICITLY DESIGNATED AS COMMERCIAL INTEREST POSTS -- AS DOES THE EMBASSY'S OWN ECONOMIC-COMMERCIAL SECTION. SUPERVISION OF THESE WIDELY DISPERSED POSTS IS AN EMBASSY FUNCTION; IT CANNOT BE PERFORMED EFFECTIVELY BY AN OFFICER OF A CONSTITUENT POST. THERE IS NEED FOR A SENIOR EMBASSY OFFICER, SUITABLY PLACED, WHO WORKS FULL TIME ON NATIONAL COMMERCIAL MATTERS AND WHO PROVIDES CONTINUOUS SUPERVISION AND DIRECTION TO THIS COUNTRY-WIDE EFFORT.

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P R 272100Z SEP 76

FM AMEMBASSY BRASILIA

TO SECSTATE WASHDC PRIORITY 8012

INFO AMCONSUL RIO DE JANEIRO

AMCONSUL SAO PAULO

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(B) DAY-TO-DAY CONTACT WITH THE PUBLIC IS A RESPONSIBILITY OF THE CONSULATES' AND THE EMBASSY'S COMMERCIAL STAFF. THE COMMERCIAL COUNSELOR, ON THE

OTHER HAND, SHOULD HAVE READY ACCESS TO, AND MAINTAIN CONTACT WITH, SENIOR LEVELS OF THE AMERICAN AND BRAZILIAN BUSINESS COMMUNITY, AND BE ACTIVE IN APPROPRIATE BUSINESS ORGANIZATIONS. IT SEEMS TO US ESSENTIAL THAT HE HAVE A DIRECT AND PERSONAL KNOWLEDGE OF LOCAL BUSINESS CONDITIONS AND OPPORTUNITIES AND GOOD CONTACTS OF HIS OWN IN THE LOCAL BUSINESS COMMUNITY IF HE IS TO PERFORM HIS FUNCTIONS EFFECTIVELY.

(C) THE NEW TRADE CENTER IS CENTRAL TO THE EXECUTION OF THE COUNTRY COMMERCIAL ACTION PLAN; IT IS A NATIONAL AND, INDEED, A REGIONAL FACILITY. ITS PROGRAM SHOULD BE CAREFULLY DOVETAILED WITH OTHER US PROMOTIONAL ACTIVITIES, NOT ONLY IN THE SAO PAULO DISTRICT BUT ALSO IN OTHER REGIONS OF BRAZIL AND IN NEIGHBORING COUNTRIES.

(D) THE PRINCIPAL OFFICER OF THE SAO PAULO DISTRICT, A COMMERCIAL INTEREST POST, WILL CONTINUE TO NEED AN ECONOMIC-COMMERCIAL STAFF DIRECTLY RESPONSIBLE TO HIM, TO SUPPORT HIM IN HIS NUMEROUS SUBSTANTIAL ECONOMIC AND COMMERCIAL DUTIES AND RESPONSIBILITIES.

7. IN LIGHT OF THESE CONSIDERATIONS, THE EMBASSY CONSIDERED THREE BASIC OPTIONS FOR LOCATION OF THE COMMERCIAL COUNSELOR LIMITED OFFICIAL USE

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-- RIO, BRASILIA AND SAO PAULO. ITS CONCLUSIONS WERE:

(A) BRASILIA, WHILE PROVIDING EASIER ACCESS TO THE AMBASSADOR AND THE NATIONAL AUTHORITIES, IS REMOTE FROM BRAZIL'S ECONOMIC AND COMMERCIAL CENTERS. THE COUNSELOR WOULD HAVE DIFFICULTY KEEPING HIMSELF INFORMED ON THE PROBLEMS AND ISSUES PREOCCUPYING THE AMERICAN AND BRAZILIAN BUSINESS COMMUNITY AND DEVELOPING JUDGMENTS ON TRADE AND INVESTMENT OPPORTUNITIES FOR US BUSINESS.

(B) IN RELATIVE TERMS, RIO HAS PROGRESSIVELY BECOME SECONDARY TO SAO PAULO IN COMMERCIAL IMPORTANCE. WITH THE ESTABLISHMENT OF THE SA PAULO TRADE CENTER FACILITY, THE CENTER OF GRAVITY OF THE US COMMERCIAL EFFORT WILL SHIFT EVEN MORE TO SAO PAULO, NOT ONLY WITH RESPECT TO TRADE SHOWS BUT ALSO MARKET RESEARCH AND OTHER PROMOTIONAL ACTIVITIES. THE RIO LOCATION WOULD LEAVE THE COUNSELOR INCREASINGLY REMOVED FROM MANY OF THE DAY-TO-DAY ACTIVITIES IN THE COMMERCIAL AREA REVOLVING AROUND THE TRADE CENTER. COMMERCIAL FUNCTIONS WHICH ARE NOW PERFORMED BY RIO FOR OTHER DISTRICTS ON A COUNTRY-WIDE BASIS SHOULD BE CONSOLIDATED IN SAO PAULO AS THE STAFFING SITUATION IN SAO PAULO AND RIO PERMITS.

(C) THE PRINCIPAL OFFICER OF THE CONSULATE GENERAL AS THE MOST SENIOR US OFFICIAL IN SAO PAULO WILL, OF COURSE, RETAIN HIS VERY IMPORTANT RESPONSIBILITIES WITH RESPECT TO THE BUSINESS COMMUNITY OF THE SAO PAULO CONSULAR

DISTRICT, AND WILL BE THE SENIOR US REPRESENTATIVE AND THE AMBASSADOR'S SPOKESMAN AT KEY COMMERCIAL EVENTS, SUCH AS THE OPENING OF SHOWS AT THE TRADE CENTER OR BRIEFINGS AND DISCUSSION WITH SENIOR US EXECUTIVES VISITING BRAZIL. TO CARRY OUT THESE RESPONSIBILITIES, HOWEVER, HE DOES NOT NEED DIRECT LINE AUTHORITY WITH RESPECT TO SPECIFIC PROMOTIONAL EVENTS AT THE CENTER.

8. AS PART OF ITS REVIEW OF THE ORGANIZATIONAL OPTIONS, THE EMBASSY CONSULTED THE THREE OFFICERS DIRECTLY AFFECTED BY THE MOVE -- THE PRINCIPAL OFFICERS IN RIO AND SAO PAULO AND THE EMASSY'S COMMERCIAL COUNSELOR RESIDENT IN RIO. IN SUMMARY, THESE OFFICERS EXPRESSED THE FOLLOWING VIEWS:

(A) THE CONSUL GENERAL IN RIO HAD NO OBJECTION IF, IN LIMITED OFFICIAL USE

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THE EMBASSY'S VIEW, THE NEW LOCATION BETTER SERVED US COUNTRY-WIDE OBJECTIVES. HE NOTED HOWEVER, THE EXCELLENT ADMINISTRATIVE AND LOGISTICAL SUPPORT AVAILABLE TO THE COUNSELOR AT THE CONGEN IN RIO.

(B) THE CONSUL GENERAL IN SAO PAULO AGREED THAT THE OFFICER RESPONSIBLE FOR THE COORDINATION OF THE COUNTRY-WIDE COMMERCIAL PROGRAM SHOOULD BE TRANSFERRED TO SAO PAULO, THE PRINCIPAL COMMERCIAL CENTER IN BRAZIL, BUT TOOK THE VIEW THAT

(I) THE COUNSELOR SHOULD GIVE UP HIS DIPLOMATIC TITLE, BE REDESIGNATED COUNTRY COMMERCIAL COORDINATOR AND BECOME PART OF THE CONSULATE GENERAL STAFF, RESPONSIBLE TO THE PRINCIPAL OFFICER. HE SHOULD BE SUFFICIENTLY SENIOR SO THAT, IN THE CONSUL GENERL'S ABSENCE, HE COULD TAKE CHARGE OF THE POST.

(II) THE DIRECTOR OF THE TRADE CENTER COULD REPORT DIRECTLY TO THE CONSUL GENERAL, OR THROUGH THE COUNTRY COMMERCIAL COORDINATOR.

(C) IN SUPPORT OF HIS POSITION, THE CONSUL GENERAL NOTED THAT SAO PAULO IS A COMMERCIAL INTEREST POST AND THAT THE PROMOTION OF US COMMERCIAL INTERESTS IS ONE OF THE MOST IMPORTANT OF THE PRINCIPAL OFFICER'S RESPONSIBILITIES. THE PLACEMENT OF A SENIOR EMBASSY OFFICER IN SAO PAULO, WITH RESPONSIBILITIES IN THE COMMERCIAL AREA BUT NOT DIRECTLY RESPONSIBLE TO THE PRINCIPAL OFFICER, COULD UNDERMINE THE CONSUL GENERAL'S ROLE AS THE SENIOR US SPOKESMAN AND REPRESENTATIVE FOR COMMERCIAL AS WELL AS OTHER US INTERESTS IN SAO PAULO. FURTHERMORE, THE CONTEMPLATED ARRANGEMENT WOULD RESULT IN TWO STAFFS WORKING THE COMMERCIAL AREA,

REPORTING TO DIFFERENT PRINCIPALS. IN THE CONGEN'S VIEW, SUCH AN ARRANGEMENT WOULD ALMOST INEVITABLY LEAD TO CONFLICTS, BECAUSE OF THE LACK OF CLEAR LINES OF AUTHORITY, AND BE ADVERSE TO MORALE AT THE POST. THE CONSUL GENERAL FULLY SUPPORTS--AND HAS LONG ADVOCATED--COLOCATION OF THE CONGEN'S ECONOMIC-COMMERCIAL SECTION TO FACILITATE APPROPRIATE INTERCHANGE WITH THE TRADE CENTER STAFF.

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(D) THE PRESENT COMMERCIAL COUNSELOR, IN ESSENCE, BELIEVES:

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P R 272100Z SEP 76  
FM AMEMBASSY BRASILIA  
TO SECSTATE WASHDC PRIORITY 8013  
INFO AMCONSUL RIO DE JANEIRO  
AMCONSUL SAO PAULO

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(I) THE NEXT COUNSELOR, AS AN EMBASSY OFFICER WITH COUNTRY-WIDE RESPONSIBILITIES, SHOULD BE LOCATED IN BRASILIA. IN HER VIEW, WHILE THE LESS INTENSIVE CONTACT WITH THE RIO AND SAO PAULO BUSINESS COMMUNITIES IS CERTAINLY ONE OF THE DISADVANTAGES OF MOVING THE COUNSELOR TO BRASILIA, THIS DISADVANTAGE IS FAR OUTWEIGHED BY THE IMPROVED MANAGEMENT ABILITY THAT COMES FROM ACCESS TO THE AMBASSADOR AND BY BEING PHYSICALLY LOCATED WHERE COUNTRY-WIDE DECISIONS ARE MADE. THE ROLE OF THE COMMERCIAL COUNSELOR

IS PRIMARILY A POLICY AND A MANAGEMENT JOB. HIS CENTRAL, AND MOST IMPORTANT RESPONSIBILITY IS INNOVATION -- THE FORMULATION OF A BALANCED AND EFFECTIVE COUNTRY-WIDE PROGRAM ADAPTED TO CHANGING CONDITIONS; AND THE GENERAL SUPERVISION OF THE SEVEN POSTS TO ENSURE THAT THIS PROGRAM ONCE IT IS APPROVED IS PROPERLY CARRIED OUT. THIS COUNTRY-WIDE PROGRAM CAN BEST BE FORMULATED AT THE COUNTRY HEADQUARTERS, IN CLOSE PROXIMITY TO OTHER SENIOR POLICY OFFICERS, WHERE THE CONDITIONS OF THE BRAZILIAN ECONOMY AND THE VARIOUS ELEMENTS OF THE US-BRAZIL RELATIONSHIP ARE KEPT UNDER CONTINUOUS REVIEW; AND WHERE THE COUNSELOR HAS READY ACCESS TO OTHER MISSION ELEMENTS WHICH SHOULD BE INVOLVED IN THE PROGRAM. ACCESS TO THE BUSINESS COMMUNITY IS IMPORTANT BUT ONLY IN A SUPPORTING SENSE AND CAN BE MAINTAINED THROUGH GENEROUS TRAVEL.

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(II) THE TRADE CENTER DIRECTOR SHOULD REPORT DIRECTLY TO THE COMMERCIAL COUNSELOR. THE TRADE CENTER IS A CENTRAL PART OF THE COUNTRY-WIDE COMMERCIAL PROGRAM. DIRECTION AND CONTROL BY THE EMBASSY IS REQUIRED IN ORDER TO MAINTAIN THE OPTIMUM BALANCE BETWEEN TRADE CENTER ACTIVITIES AND THE TOTAL COMMERCIAL PROGRAM. A TRADE CENTER IS A COUNTRY TRADE CENTER AND NOT A CONSULAR DISTRICT FUNCTION AND, INDEED, IN THE CASE OF SAO PAULO, THERE IS THE EXPECTATION FOR REGIONAL COVERAGE.

9. IN MAKING HIS DETERMINATION, THE AMBASSADOR FULLY CONSIDERED THESE COMPETING CONSIDERATIONS. AFTER CAREFULLY WEIGHING THEM, HE HAS DECIDED THAT, WHILE NONE OF THE ALTERNATIVES IS PERFECT, AND THE COMPETING DESIDERATA REFLECT THE REALITIES OF THREE MAJOR NATIONAL CENTERS IN BRAZIL, THE PLACEMENT OF THE COMMERCIAL COUNSELOR IN SAO PAULO APPEARS TO BE THE SOLUTION WHICH MOST EFFECTIVELY PROMOTES US COMMERCIAL INTERESTS BY MAINTAINING

(A) A STRONG CENTRAL COORDINATING AUTHORITY LOCATED IN BRAZIL'S COMMERCIAL-INDUSTRIAL HEARTLAND; WHILE

(B) PRESERVING, FROM A MANAGEMENT AND POLICY STAND-POINT, THE CORRECT AND PROPER RELATIONSHIP BETWEEN THE VARIOUS US POSTS IN BRAZIL.

10. ACTION REQUESTED: DEPARTMENT REQUESTED TO ISSUE TRAVEL AUTHORIZATION TO COMMERCIAL COUNSELOR-DESIGNATE WHICH WILL STATE STATION OF DESTINATION AS "BRASILIA (RESIDENT IN SAO PAULO)."

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